

Message Text

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C O N F I D E N T I A L SECTION 1 OF 3 USNATO 469

E.O. 11652: GDS: 12/31/80
TAGS: MCAP, NATO
SUBJECT: NATO EXERCISES AND POL SUPPLIES

REFS: A. STATE 231027 NOTAL; B. USNATO 5759 NOTAL ; C. USNATO 5778
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D. USNATO 0223 NOTAL

SUMMARY. MILITARY COMMITTEE HAS RESPONDED TO REQUEST BY AMBASSADOR
RUMSFELD IN DPC NOV 29, 1973 TO REVIEW NATO EXERCISE PROGRAM FOR YEAR
AHEAD IN TERMS OF POL CONSUMPTION. MISSION PROPOSES ACCEPT MC REPORT
AND UNDERSCORE NEED FOR NATIONS TO MAKE ADVANCE NOTIFICATION OF DIFFI-

CULTIES IN MEETING POL STOCK LEVELS OR FULFILLING EXERCISE COMMITMENTS.

ACTION REQUESTED: WASHINGTON GUIDANCE. END SUMMARY.

1. PER REF A, AT DPC MEETING NOV 29, 1973, AMB RUMSFELD NOTED
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CURRENT WORLDWIDE OIL SHORTAGE AND ASKED THAT DPC ASSURE ITSELF
THAT FUEL IS SAVED WITH MINIMAL IMPACT ON FORCE READINESS. TEXT
OF RUMSFELD'S STATEMENT IS IN REF B.

2. MILITARY COMMITTEE HAS RESPONDED TO US REQUEST BY MEMO FOR SYG DATED JAN 25(MCM-8-74, TEXT BELOW). MEMO WAS PREPARED AT WRITTEN REQUEST FROM GENERAL STEINHOFF TO MC (CMCM-1-74, JAN 9, 74, SUBJECT: EXERCISE ARGUS EXPRESS), IN WHICH HE EXPRESSED GREAT CONCERN FOR DOWNGRADING OF ARGUS EXPRESS TO A COMMAND POST EXERCISE, AND NOTED GRAVE CONSEQUENCES OF DISCONTINUING VITAL TRAINING EXERCISES AND PROGRAMS. DOWNGRADING OF ARGUS EXPRESS WAS DISCUSSED AT PERM REPS' LUNCH JAN 15 (REF D).

3. MCM-8-74 IS NOT FULLY RESPONSIVE TO OUR REQUEST IN THAT IT DOES NOT REPORT THE RESULTS OF A REVIEW OF THE NATO EXERCISE PROGRAM FOR THE YEAR AHEAD IN TERMS OF POL CONSUMPTION. IT DOES, HOWEVER, GIVE GUIDELINES FOR HANDLING THE IMPACT OF POL SHORTAGE ON MILITARY ACTIVITIES AS A BASIS FOR CONSULTATION AND COOPERATIVE ACTION BETWEEN THE NATO MILITARY AUTHORITIES AND NATIONS. THE GUIDELINES CALL FOR CONTINUOUS REVIEW OF NATO AND NATIONAL TRAINING AND EXERCISE PROGRAMS.

4. MISSION IS SYMPATETIC TO MILITARY CONCERN FOR MAINTAINING OPERATIONAL STOCKS AT REQUIRED LEVELS AND ENSURING THAT TRAINING AND OPERATIONAL READINESS ARE NOT IMPAIRED. THEREFORE, WHEN DPC TAKES UP SUBJECT WE PROPOSE ACCEPT REPORT AND UNDERScore REQUEST (OF PARA 6 OF GUIDELINES) THAT NATIONS NOTIFY MC AND MNCS ASAP OF POTENTIAL DIFFICULTIES IN MEETING POL REQUIREMENTS OR FULFILLING COMMITMENTS TO SCHEDULED EXERCISES. WE WOULD APPRECIATE WASH GUIDANCE

4. TEXT OF MCM-8-74 FOLLOWS. QUOTE:
SUBJECT: IMPACT OF CURRENT POL SHORTAGE ON MILITARY ACTIVITIES

REFS: A. DPC/R(73)19, ITEM VI, ANY OTHER BUSINESS
B. MC-43-73(RESTRICTED AND PRIVATE SESSIONS) 3DEC 73

1. AT THE DPC MEETING OF 29 NOVEMBER 1973 (REFERENCE A.), THE UNITED STATES PERMANENT REPRESENTATIVE RECOMMENDED THAT THE DEFENCE PLANNING COMMITTEE SHOULD REQUEST THE MILITARY AUTHORITIES TO REVIEW THE NATO EXERCISE PROGRAMME FOR 1974 IN TERMS OF POL CONSUMPTION AND CONFIDENTIAL

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TO REPORT BY THE END OF 1973. PRIOR TO THIS, AT ITS MEETING ON 22 NOV 1973 (REF B.), THE MILITARY COMMITTEE HAD SET IN HAND A STUDY OF THE IMPACT OF THE CURRENT POL SITUATION ON NATO EXERCISES AND CERTAIN OPERATIONAL ACTIVITIES WITH A VIEW TO DETERMINING THE POSSIBILITY OF COMMON ALLIED ACTION TO REDUCE ADVERSE IMPACTS.

2. THE MILITARY COMMITTEE WISHES BY THIS MEMORANDUM TO DRAW THE ATTENTION OF THE DPC TO THE EFFECT THAT THE OIL SITUATION HAS HAD AND PROBABLY WILL HAVE IN THE FUTURE ON NATO'S EXERCISE PROGRAMMES, AND THE IMPACT THAT RISING FUEL PRICES WILL HAVE ON THE CONDUCT OF MILITARY ACTIVITIES.

3. THE GENERAL AIM OF NATIONAL ARMED FORCES IS TO REACH A SIGNIFICANT AVERAGE REDUCTION (10-15 PCT) IN NORMAL USAGE OF POL PRODUCTS BY

THE IMPLEMENTATION OF ADMINISTRATIVE MEASURES. IN ADDITION
NATIONAL TRAINING AND EXERCISE PROGRAMMES ARE UNDER CONTINUOUS
REVIEW, WHILST SOME NATIONAL EXERCISES HAVE ALREADY BEEN CANCELLED
OR REDUCED IN SCOPE. AS A FURTHER STEP, NATIONS ARE LIMITING FLYING
AND STEAMING HOURS, BUT IN DOING SO, ARE TRYING TO PREVENT A
SIGNIFICANT DEGRADATION OF OPERATIONAL READINESS. UNDER MC 55/2,
NATIONS ARE REQUIRED TO MAINTAIN NOT LESS THAN A 30-DAY STOCK
OF POL. SACEUR AS REQUESTED MSCS ACTION TO ENSURE THAT ALL NATO
REQUIRED POL RESERVE STORAGE BE BROUGHT UP TO 85 PCT. SIMILARLY,
SACLANT DIRECTED THAT POL STORAGE BE MAINTAINED AT MAXIMUM PRACTIAL
INVENTORY LEVEL. IN SUMMARY, NATIONS AND MNCS HAVE TAKEN SIMILAR
ADMINISTRATIVE AND CONSTRAINING
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6. IT SHOULD BE BORNE IN MIND THAT THE RESENT POL SITUATION IMPACTS
ON COUNTRIES IN DIFFERENT WAYS DEPENDING ON LOCATION AND RE-
SUPPLY CAPABILITIES. BEYOND THIS, IT INVOLVES CONFLICTING FACTORS;
THE PURSUANCE OF EXERCISES REGARDLESS OF IMPACT ON THE EXISTING
WAR STOCKS WILL BE ADVERSE TO OUR INTERESTS. ON THE OTHER HAND,
SIGNIFICANT REDUCTION OF EXERCISES WILL CERTAINLY HAVE A DETRIMENTAL
EFFECT ON THE READINESS AND DETERRENT POSTURE OF NATO.

7. IN THE PRESENT SITUATION POL IS NOT ONLY SCARCE BUT BECOMING
INCREASINGLY EXPENSIVE. THIS WILL PUT STRONG PRESSURE ON NATIONS'
MILITARY BUDGETS, BUT THE REQUIREMENT TO MAINTAIN MILITARY
TRAINING CONTINUES. YOU WILL RECALL THAT AT THE DPC MEETING
IN DECEMBER, THE CHAIRMAN MILITARY COMMITTEE, GAVE A STRONG NOTE
OF WARNING CONCERNING THE POSSIBLE EFFECT OF THE OIL CRISIS

ON NATO'S DETERRENT AND DEFENSIVE CAPABILITY. SACEUR HAS REPEATEDLY STRESSED THE IMPORTANCE OF THE AMF SERIES OF EXERCISES TO ENSURE THE MAINTENANCE OF OUR OPERATIONAL CAPABILITY, AND IN TURN RETAIN THE CREDIBILITY OF OUR DETERRENT POSTURE; INDEED THESE EXERCISES
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ARE THEMSELVES AN IMPORTANT DEMONSTRATION OF NATO COHESION, READINESS AND CAPABILITY.
THEREFORE, IT IS OF PARTICULAR IMPORTANCE TO MAINTAIN THE EXERCISES OF THIS UNIQUE NATO FORCE WITH ITS VERY SPECIAL STATUS AND MISSION.

8. DESPITE REPORTED TRANSPORT DIFFICULTIES AND INCREASED COSTS OF OIL TO SOME OF THE WARSAW PACT NATIONS, THERE ARE NO INTELLIGENCE INDICATIONS THAT THEIR TRAINING OR EXERCISE PROGRAMMES HAVE BEEN CURTAILED IN ANY WAY.

9. THE MILITARY COMMITTEE CONSIDERS THAT THERE IS A NEED FOR NATIONS TO INFORM THE PUBLIC OF THE IMPORTANCE OF CONTINUING MILITARY TRAINING AND EXERCISES DURING THE PRESENT CRISIS IN THE CONTEXT OF COMBAT EFFECTIVENESS AND DETERRENCE.

10. THE IMPACT OF THE PRESENT POL SITUATION ON MILITARY ACTIVITIES HAS RESULTED IN THE MILITARY COMMITTEE ESTABLISHING SOME GENERAL GUIDELINES WHICH COULD BE APPLIED IN A FUTURE SIMILAR SITUATION. THESE GUIDELINES ARE AT ENCLOSURE.

11. THE MILITARY COMMITTEE INVITES THE DPC:

A. TO TAKE NOTE OF THE REPORT.

B. TO ADDRESS THE PROBLEM AS A MATTER OF PRIORITY AND RGE NATIONS TO TAKE THE REQUIRED CO-OPERATIVE MEASURES, IN CONSULTATION WITH THE MNCS, TO ENSURE THAT RESTRICTIONS CAUSED BY THE OIL SHORTAGE DO NOT WEAKEN THE CREDIBILITY OF NATO'S DETERRENT FORCES.

12. THE NATURE OF THIS DOCUMENT IS SUCH THAT FUTURE DOWNGRADING ACTION CANNOT BE DETERMINED AT THIS TIME.

ENCLOSURE

BASIC GUIDELINES FOR HANDLING THE IMPACT OF

POL SHORTAGE ON MILITARY ACTIVITIES

THE FOLLOWING GUIDELINES ARE LISTED AS A BASIS FOR CONSULTATION
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AND CO-OPERATIVE ACTION BETWEEN NATO MILITARY AUTHORITIES AND

NATIONS:

1. THERE IS A NEED FOR CONTINUING NATO EXERCISES AND OTHER OPERATIONAL/TRAINING ACTIVITIES IN THE CONTEXT OF MAINTAINING THE OPERATIONAL READINESS OF THE FORCES AND THE DETERRENT POSTURE OF THE ALLIANCE. EFFECTIVE DETERRENCE RESTS, IN LARGE MEASURE, ON NATO'S OBVIOUS ABILITY TO EMPLOY INTEGRATED MULTI-NATIONAL FORCES. DETERRENCE STEMS FROM COMBAT EFFECTIVENESS AND COMBAT EFFECTIVENESS STEMS TO A LARGE EXTENT FROM TRAINING. THE NATO EXERCISE AND TRAINING PROGRAMMES ARE THUS A VITAL ELEMENT IN MAINTAINING DETERRENCE, SINCE THEY PROVIDE PUBLIC DEMONSTRATION OF NATO SOLIDARITY AND DETERMINATION. NOTWITHSTANDING THE SHORTAGES AND UNCERTAINTIES OF POL SUPPLY, THE DETERRENT AND READINESS POSTURE OF NATO FORCES MUST NOT BE DEGRADED.

2. NATO AND NATIONAL TRAINING AND EXERCISE PROGRAMMES SHOULD BE CONTINUOUSLY REVIEWED IN ALL ASPECTS, TIMING, SCOPE, PARTICIPATION, POLITICAL IMPACT, TRAINING VALUE, POSSIBILITIES OF COMBINING OR REDUCING AND IN THE DETERRENT EFFECT. SUCH REVIEWS SHOULD MAKE RECOMMENDATIONS ON FUEL SAVINGS BY REDUCING NON-ESSENTIALS OR RE-DESIGNING OTHER ASPECTS OF EXERCISES WHERE SUCH WILL NOT COMPROMISE ESSENTIAL OBJECTIVES. IT SHOULD THEREFORE BE ACCEPTED THAT NATO COLLECTIVE EXERCISE PROGRAMMES REPRESENT THE MINIMUM BUT SUBSTANTIAL OBJECTIVE WHICH SHOULD BE ADHERED TO BY ALL CONCERNED.

3. A BALANCE BETWEEN MILITARY EXERCISES AND OTHER ACTIVITIES MUST BE MAINTAINED. THE POL STOCK LEVELS SHOULD BE KEPT AT A SECURE LEVEL WHILST MAINTAINING A PROGRAMME OF NATIONAL MILITARY TRAINING AND HIGHER TRAINING AND AN EXERCISE PROGRAMME THAT GIVES READINESS AND EFFECTIVENESS AT THE LEVEL OF THE COMBINED NATO FORCES. IN THIS CONTEXT, WAR RESERVE STOCKS ARE OF A HIGH PRIORITY AND SHOULD BE MAINTAINED AS A MINIMUM AT THE LEVELS PRESCRIBED IN MC 55/2. IN ADDITION TO MC 55/2 REQUIREMENTS, POL RESERVE STORAGES SHOULD BE BROUGHT TO LEVELS PRESCRIBED BY MNCS; ALL OTHER PETROLEUM STOCKS IN SUPPORT OF NATO SHOULD BE AT PRESCRIBED LEVELS AND OPERATING STOCKS SHOULD BE RAISED TO MAXIMUM PRACTICAL LEVELS.

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4. ALTHOUGH WAR STOCK LEVELS, AS SET OUT IN MC 55/2, SHOULD BE REGARDED AS INVIOLEATE, THEY MAY CONTINUE TO BE USED IN EXERCISES IN ORDER TO ROTATE STOCKS AND TO TEST PROCEDURES, PROVIDED THAT REPLACEMENT STOCKS ARE IMMEDIATELY AVAILABLE.

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5. SHARING CONCEPTS OF POL SUPPLY SHOULD BE STUDIED WITH A VIEW TO DEVELOPING THE MACHINERY AND PROCEDURES WHEREBY, THROUGH ASSISTANCE AND CO-OPERATION, THE BEST USE WILL BE MADE OF ALL AVAILABLE MEANS IN REACHING COMPROMISE OR ALTERNATIVE SOLUTIONS. MAXIMUM USE SHOULD BE MADE OF STANAG 3113. WHEREVER PRACTICABLE WITHIN EXISTING STORAGE FACILITIES, SEPARATE PROVISION SHOULD BE MADE FOR ADDITIONAL FUEL TO SUPPORT EXERCISES.

6. NATIONS SHOULD NOTIFY THE MILITARY COMMITTEE AND MNCS AT EARLIEST POSSIBLE TIME, ANY POTENTIAL DIFFICULTIES IN MEETING POL REQUIREMENTS OR FULFILLING COMMITMENTS TO SCHEDULED EXERCISES. BY SUCH FORWARD PLANNING THERE ARE OPPORTUNITIES AVAILABLE TO RESPOND AND REACT TO ANY UNIQUE NATIONAL CONDITION. ONLY AFTER EVERY FEASIBLE ALTERNATIVE HAS BEEN EXPLORED AND PROVED INEFFECTIVE SHOULD CONSIDERATION BE GIVEN TO REDUCING THE PLANNED OBJECTIVES AND SCOPE OR CANCELLING ANY SCHEDULED INTEGRATED NATO EXERCISES.

7. NOTWITHSTANDING NATIONAL INDICATIONS TO REDUCE NATIONAL CONFIDENTIAL

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EXERCISES RATHER THAN NATO EXERCISES, BOTH ARE VITALLY IMPORTANT. JUDGMENTS ON THE HARD CHOICES AMONG EXERCISE AND TRAINING PRIORITIES FOR NATO FORCES SHOULD BE THE SUBJECT OF CONSULTATION AND DISCUSSION AMONG NATIONAL AND NATO MILITARY AUTHORITIES PRIOR TO FIRM DECISION.

8. BASIC FUEL COSTS WILL UNDOUBTEDLY RISE AND NATIONS SHOULD TRY TO COMPENSATE IN THEIR BUDGETS TO ENSURE SUFFICIENT FUNDS ARE AVAILABLE TO MEET THEIR EXERCISE AND TRAINING COMMITMENTS.

9. THERE IS A REQUIREMENT FOR NATIONS TO INFORM THE PUBLIC ON

THE NEED, DURING A FUEL CRISIS, TO CONTINUE TRAINING EXERCISES IN THE CONTEXT OF COMBAT EFFECTIVENESS AND DETERRENCE. IT SHOULD BE STRESSED THAT THE AVERAGE USE OF POL PRODUCTS BY MILITARY FORCES IS ONLY SOME 3.7 PCT OF THE NATIONAL USAGE AND THAT POL CONSUMED BY ESSENTIAL MILITARY TRAINING IS A VITAL ASPECT OF NATIONAL AND ALLIANCE SECURITY.

10. THE POL SHORTAGE IS A CHANGING AND DYNAMIC SITUATION WHICH REQUIRES CONSTANT AND CLOSE CONSULTATION AND CO-OPERATION BETWEEN NATO MILITARY AUTHORITIES AND NATIONS IN FINDING POSSIBLE SOLUTIONS TO MINIMISE THE IMPACT UPON MILITARY ACTIVITIES.

END QUOTE.

RUMSFELD

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